

MAYOR AGAINST ELSBERG BILL

CITY'S FINANCES DON'T WARRANT MUNICIPAL OWNERSHIP.

Objects Also to Legislation Which Would Compel the City to Own and Operate Subways—Wants More Power of Supervision Over Existing Transit Lines.

Mayor McClellan sent yesterday to Horace White, chairman of the Senate Cities Committee, a letter giving his reasons for opposing the Elsborg Rapid Transit bill. The letter follows:

As I understand it, the basic feature of the proposed legislation, which has been presented in the Elsborg rapid transit bill, is the provision of the rapid transit act which requires that no rapid transit line shall be constructed except under a contract which provides not only for the construction, but for its equipment and operation.

Stated in other words, the proposition is that the Rapid Transit Commission shall be relieved from its present disability of not being able to use the funds of the city for the construction of a new rapid transit line until it has secured a tenant who is willing to equip and operate it upon terms acceptable to the city.

Equally important is the question whether the Rapid Transit Commission, having been relieved from the disability above mentioned, should be free, acting with the approval of the Board of Estimate and Apportionment, to determine in each case as it arises whether the same contract shall provide for the construction, equipment and operation of a new subway line or whether the separation of the contract for equipment and operation from the contract for construction shall be compulsory.

The advocates of the latter view apparently concede that its adoption by the Legislature will almost inevitably lead to the municipal operation of rapid transit lines; indeed, that ultimate result seems to be the chief object which they have in view.

It is not, however, the extreme form of the Elsborg bill. The discussion of this legislation, accordingly, involves the subject of municipal operation in its most concrete form.

I am in favor of legislation which increases the powers of the local authorities, which, in other words, extends the principle of home rule. I am opposed to all legislation which either directly or indirectly seeks to limit the powers of the local authorities.

I am in favor of legislation which permits the city to resort to municipal operation of rapid transit lines in case of need. I am opposed to legislation intended to compel the city to embark upon municipal operation.

I do not favor extending the field of the municipal operation of public utilities in New York city, except in cases where private capital will not meet the reasonable needs of the people of the city upon fair terms. I accordingly regard as objectionable legislation which either compels the city to engage in the municipal operation of rapid transit lines, or which so hampers the public authorities in securing the investment of private capital in rapid transit lines that municipal operation will become the only practical means of meeting the city's needs for additional rapid transit facilities.

The city is not financially in a position to enter upon a policy of municipal operation. While there seems to be a wide difference of opinion as to the amount of money which the city could expend in the next few years for purposes of rapid transit, without exceeding the present constitutional debt limit, one thing is certain, that any investment of the city's funds in municipally operated subways would practically exhaust the city's borrowing capacity, and leave it without adequate funds for many other improvements which are imperatively needed.

It is urged by the advocates of municipal operation of rapid transit lines that the city's obligations issued for rapid transit purposes should not count against the debt limit. Regarding that suggestion, it is sufficient to say that it is the duty of the administration of the city to make its plans with a view to the existing limitations upon the city's borrowing capacity, and that the question affecting the city's credit involved in any proposition for a constitutional amendment radically increasing the city's borrowing power, are too important to be decided without the fullest public discussion of the possible consequences of such a step.

The objection that the municipal operation of rapid transit lines would be a burden upon the city's finances is, in my opinion, a fallacy. The municipal operation of rapid transit lines, with almost equal force against amendments to the Rapid Transit Act, which would place such limitation upon the powers of the Board of Estimate and Apportionment with respect to the terms of leases and other features of contracts made under the Rapid Transit Act, that it would be impossible to secure an adequate extension of the city's rapid transit facilities by means of private capital. The Rapid Transit Commission and the Board of Estimate and Apportionment should have substantially the same liberty of action with respect to the terms of contracts as is conferred by the present law, to the end that in the case of each proposed rapid transit line they may fix such terms as may be necessary to secure its construction and operation by private capital with due regard to the protection of the interests of the city.

Too sharp a limitation upon the maximum duration of operating leases of new rapid transit lines might make it impossible to secure any additional rapid transit lines, especially in the outlying and less thickly populated portions of the city. The rapid transit lines, while imperatively needed by the residents of those districts, would not yield so large a revenue as lines in the more densely populated portions of the city. The city authorities should be free to deal with each situation as it arises and to vary the terms of the contracts in accordance with the requirements of each case.

All recognize that additional rapid transit facilities are needed. Whether they can be secured upon fair terms to the city by means of private capital can soon be ascertained if the Rapid Transit Commission is allowed to continue its efforts which it now has in hand while to abandon those efforts at this time and embark upon the experiment of constructing subways for municipal operation would almost certainly postpone the day when the city would be able to have the benefit of the city's rapid transit lines.

It is asserted that the Attorney-General has the majority of the city's rapid transit lines. It is asserted that if William Randolph Hearst is elected Mayor, he can do so without recourse to the Legislature. He can make a complaint to the Attorney-General, who, it is asserted, can bring a criminal action, and despite the decision of the Court of Appeals, the ballot boxes can be brought into court, and the election contested. Whether this is true or not remains to be seen, but at any rate Assemblyman Percy Hooker (Rep.) of Genesee, to-night introduced the following resolution bearing on the subject:

few months after the city planned to erect a municipal lighting plant, the corporation which was to construct the plant, the city reversed their attitude and offered to do the municipal lighting at prices which a few years before would have been treated almost as a public benefaction. I have confined myself to the question of the underlying principles involved in the pending Rapid Transit legislation and have purposely avoided a number of important subsidiary questions, the consideration of which more properly falls upon the law officer of the city. I may add, however, that I am heartily in favor of such legislation as will permit, whenever the streets are opened for the construction of additional subways, the construction of underground conduits and pipe galleries. Such conduits and pipe galleries should, however, be under the jurisdiction not of the Rapid Transit Commission, but of the proper department of the city government.

I take this opportunity of again reverting to the propriety of a change in the constitution of the Rapid Transit Commission, now organized. It is a self-perpetuating body, acting independently of the city administration, and, as such, is contrary to our ideas of municipal government. Fortunately for the city, the members of the board from the outset have been chosen from our ablest and most public spirited citizens, and no words of mine are needed to express the public commendation of the members of the board for the fidelity and ability with which they have discharged their duties. While I believe that the present members of the board should be permitted to continue in office, so that the city may have the benefit of their wisdom and experience in dealing with the grave problems now pending before them, I suggest that after some date in the future, say January 1, 1907, over vacant seats on the board, the members who are not officers of the city should be filled by appointment by the Mayor.

The terms of office of the members of the board who are not officers of the city should be for a fixed duration and for varying periods, so that but one member should be appointed every two years. In this way the commission would retain its present qualities of non-partisanship, independence of action, and sudden change in its personnel, while at the same time it would be a branch of the city government, and as such directly responsible to the people of the city.

I also believe that the Legislature should confer upon the city government enlarged powers of dealing with and regulating the corporations operating elevated, surface and underground lines within its limits. Not only is the control over these corporations now vested in the public authorities entirely inadequate, but the present division of power between the local authorities and the State Commission is each year becoming more unsatisfactory to the people of the city. All powers of regulation and control in respect of these corporations which the Legislature is willing to confer upon public authorities should be concentrated either in the Rapid Transit Commission and the Board of Estimate and Apportionment, or in a special board or officer of the city government constituted for the purpose.

TO PROBE STATE DEPARTMENT

Minority Leader Palmer Introduces a Resolution for Investigation.

ALBANY, Feb. 26.—Assemblyman George M. Palmer, the minority leader in the lower house, to-night introduced a resolution providing for an investigation of all State departments and bureaus, but the main purpose is for an investigation of the Insurance Department. Mr. Palmer said there is bound to be an investigation of the Insurance Department, no matter how reluctantly it is undertaken, and added:

Just so surely there must be and will be a like investigation of the State Insurance Department. The people will not be satisfied with the substitution of a new figurehead in place of the present one. The investigation is left tightly in place so that the workings of the system may now be exposed to public view.

It is the duty of the Legislature to order a searching investigation of the Insurance Department and particularly to trace the connection, if any, between insurance contributions to the Republican campaign fund and favors granted by the Insurance Department. It is not the retiring Superintendent personally so much as the Insurance Department, which stands discredited before the State and nation, and there is need of a thorough investigation in order to make the Insurance Department a model of efficiency and honesty.

MORE MUNICIPAL OWNERSHIP.

Bill Providing for the Acquisition of Any or All Ferries in This City.

ALBANY, Feb. 26.—Senator Cooper (Rep.) has today introduced a bill, which he says is favored by City Comptroller Metz, which provides for the municipal ownership and operation of ferries between Manhattan and Brooklyn. The bill amends the New York City Charter, which provides for the acquisition and operation by the city of any ferry "which is or is to be operated or run between the borough of Manhattan and the borough of Brooklyn, or between the borough of Richmond, or between the borough of Brooklyn and Richmond, or for terminal facilities or bridges, or for the water front of the borough of Richmond or upon the waterfront of the borough of Brooklyn and upon the waterfront of the borough of Manhattan."

At extension of the bill, the city of the acquisition of such ferries:

"Provided such lands, uplands, rights, terms or privileges, real or personal, property are not used by railroad corporations in the operation between said boroughs of a ferry as part of its plant for the transportation of passengers, mail, freight or other property, or for the transportation of passengers, mail or freight in connection with its railroad operations in any of such boroughs."

A CHANCE FOR HEART.

It is asserted the Attorney-General can have the majority of the city's rapid transit lines.

SCOPE OF THE COMMERCE LAW

IMPORTANT DECISION BY THE U. S. SUPREME COURT.

Reverses the Order of the Interstate Commerce Commission as to What Constitutes Illegal Pooling and Affirms the Practice of Joint Tariffs.

WASHINGTON, Feb. 26.—The Supreme Court to-day handed down another decision on the scope of the Interstate Commerce law, reversing the order of the Interstate Commerce Commission as to what constituted illegal pooling of freight traffic and giving a more liberal construction of the law as applied to joint traffic arrangements. Incidentally it construed the question as to the right of an initial carrier to agree to transport merchandise beyond its own lines upon almost any terms that did not actually violate the law and to these terms included the right to determine what route the merchandise should be delivered. Altogether the decision is regarded as an affirmation of the modern practice of joint tariffs as a lesser evil than the encouragement of rebating.

The case at bar was first brought about five years ago by the California Citrus Fruit Growers' Association against the Southern Pacific and Atchafalaya railroads, which handled virtually all of the fruit traffic and then included the matters of joint charges and rebates. Afterward other roads were made parties to the complaint that there existed a pooling arrangement among roads leading to the Atlantic seaboard, under which the fruit traffic was apportioned among the 153 roads party to it, and by which the joint rates for all were fixed.

The principal grievance was not as to rates but that shippers were not allowed to name the roads over which the fruit should go, it sometimes, pursuant to the agreement, being sent by round about routes, resulting in delay and consequent loss.

The Interstate Commerce Commission adjusted the question of refrigerator charges, but the roads declined to obey its order to cease compulsory routing, and the case was carried to the Federal Circuit Court in California on the ground that the rate and traffic agreements were in violation of the anti-pooling provisions of the interstate commerce law. That court affirmed the order against routing, but on another ground, that its result was undue preference and prejudice, prohibited by section 3 of the act.

The decision of the court to-day, delivered by Justice Peckham, was by a unanimous bench. It said:

It was clearly shown that if the Eastern roads, party to the agreement, should give rebates on the joint through rate, there would be a violation of the law. The fact that the roads would not get the freight. We see nothing in the initial carrier endeavoring to maintain the rates agreed upon as a through rate, and thereby preventing the payment of rebates, which in itself is a violation of the act. The act especially prohibited any alteration of the rates agreed upon in favor of any person or persons. There is no finding that there has been a violation of the rule, any discrimination between the initial carrier and the shippers themselves, and there is no evidence that any was ever practiced.

In the examination of the rule it is well to bear in mind the situation of the companies and the business at the time of its adoption, which is fully set forth in the statement of facts. The payment of the rebates was a sham, and was, in truth, a violation of the commerce act. We think there is nothing in the act which clearly prohibits the roads from adopting a rule in question. The decision of the court in the construction of a statute which at least does not in terms prohibit.

The evidence shows that the traffic was fairly apportioned among the roads, and that no shipper was denied the privilege of routing. Neither did it appear that the mere existence of the right of the company to route ended the right of the shipper to route. The shipper, however, was surely not a ground for action by the commission, or by the court. Of course, if in attempting to cut off rebates there was a violation of the act, it must be followed, and means of prohibiting them must be abandoned. The rule, however, did not violate the statute.

It is considered that the different roads, forming a line of road, and under free to adopt or refuse to adopt joint through rates, and it is equally plain that an initial carrier might agree upon joint through rates with one or several connecting carriers, who have much to be said in their favor. The competing roads. So also it is true that the common carrier need not contract to carry beyond its own line, but may there deliver to the next succeeding carrier, and this fact is equally true of the common carrier in transportation. If it agreed to transport beyond its own line, it might do so by such lines as it chose. As it was not bound to make a through route, it could for all practical purposes as it might choose, at least so long as the way was reasonable and did not otherwise violate the law. In this case the initial carrier guaranteed the through rate, but only on condition that the road to which it agreed to transport the freight should not, on its own line, do anything in the commerce act which forbids the agreement with such a condition therein as to routing.

As to the finding that the agreement was in violation of the pooling clause, because it destroyed competition, and that the routing was a means of effecting a division of the tonnage, Justice Peckham said:

The court is of opinion that the arrangement for routing was to break up rebating and that it had been accomplished. The evidence shows that the Eastern roads had gone into it because they were satisfied that it would be better than the then existing system of rebating, and that under it they could get their fair share of the business. The testimony shows that not one of the Eastern roads knew the percentage of the traffic which it received, and altogether the tonnage pool was a myth.

The various roads party to the agreement are not competing roads within the meaning of the fifth section of the commerce act. Prior to its adoption there were only way rate competition could exist was by violating the rebate law. This, unfortunately, was often done, and during that time the competition was very keen. The fact that these roads were to be made a single violator of the law by giving the greatest rebate. In truth, the only way these competing roads could locally become competitors was for the fruit trade without the absence of all joint tariff rate agreements. The moment they made such agreements and carried them out rate competition would cease.

In such case we do not see any violation of the pooling section of the act by putting in the agreement for joint through rates the provision for routing by the initial carrier. It is not a violation of the act to pool freight, although it thereby also stopped rate competition, which, in the presence of the through rate tariff, was already illegal.

The effort to maintain the published through rates is in itself a violation of the act. We do think that the agreement in question, upon its face, does not violate any provision of the commerce act, and there is no evidence in the case which shows that in fact there has been any such violation.

ELEVENTH AV. BILL ADVANCED.

Senator Saxe Has the Assembly Bill Substituted for His in the Senate.

ALBANY, Feb. 26.—In the State Senate to-night Senator Saxe had advanced to a third reading, by substitution for his similar bill in that order of business, Assemblyman Stanley's bill, which passed the Assembly last week and which provides that the New York Central and Hudson River Railroad Company shall place its freight tracks on Eleventh avenue in New York city in a subway forthwith at its own expense.

The substitution was made without objection or comment from a single Senator. The fact that every member of the Senate before that body met to-night received a communication from Ira A. Place, the general counsel of the railroad company, protesting against the Saxe-Stanley bill and enclosing a substitute measure. In moving to advance the Stanley bill Senator Saxe said that it was the originator of the measure, and that it was his bill and was largely responsible for its election as Senator. He declared that Comptroller Metz was opposed to the railroad's substitute bill because it provided that the city should bear a portion of the expense of depressing the tracks and relieving the latter to that effect from the Comptroller.

The bill provides that within three months the railroad company shall submit plans for the change to the Board of Estimate and Apportionment. This board is to approve or propose counter plans within three months thereafter. If the board and the railroad company do not then agree within two months, the next Legislature is to be asked to settle the controversy. It is further provided that the work shall be completed within three years after the railroad and the city authorities agree upon a plan, and the city Comptroller is to be authorized to make any necessary expense of the improvement which the city is to pay.

Senator Saxe is to push the Stanley bill as though the railroad's substitute measure had not made its appearance here. The Saxe bill passed the Senate last year and was killed in the Assembly Committee on the subject of the closing of the city streets. Then the railroad company said it would have complete plans for the change ready before the Legislature met this year. But the railroad company failed to keep its promise, with the session half over and the Saxe-Stanley bill within a day of being sent to Gov. Higgins for his approval.

BARGE CANAL WORK.

Proposed Change of Level Between Lockport and Tonawanda.

ALBANY, Feb. 26.—The \$101,000 barge canal engineers' advisory board in its annual report to the Legislature says that it has under consideration a most important proposition, which will involve the changing of level of eighteen miles of the barge canal from Lockport to Tonawanda. The report says:

"The board has been considering the advisability of lowering the level of the canal for a distance of eighteen miles on the Lockport and Tonawanda level, thus eliminating the present dam at Tonawanda and permitting vessels to pass from the Erie River to Lockport before encountering a lock."

"This level can be lowered six feet for the additional cost of \$50,000. In case the plan is finally adopted it will permit of using that portion of the Niagara River and the Erie River from the dam at Tonawanda to the lock at Buffalo, a distance of nine miles, for harbor and terminal purposes, making one of the best harbors in the West, on the chain of the interior lakes."

It is pointed out that the improvement will save the State much money from the annual overflow of land, and likewise increase the value of 50,000 acres of farm land. The matter of terminals at the port of New York will be taken up by the board. The board reports that plans for the improvement of 177 miles of canal will be completed by September 1 next, so that the canal will be in a condition to receive all the traffic that can be handled. The board reports that plans for the improvement of 200 miles of canal, covering more than one-half of the cost of the entire canal and also one-half of the cost of the Erie River, are already under way for twenty-four miles of improved canal at a cost of \$2,100,000. The plans which will have been completed by September 1 next are for the following work:

Fort Edward to Whitehall, 22 miles, estimated cost, \$5,000,000; Rexford's Flat to Cobleskill, 15 miles, estimated cost, \$3,000,000; St. Johnsville, 47 miles, with weight locks and dams, \$10,000,000; Oriskany to Contract No. 4, 10 miles, \$2,500,000; Contract No. 5, 12 miles, \$2,500,000; Contract No. 6, 10 miles, \$2,500,000; Contract No. 7, 10 miles, \$2,500,000; Contract No. 8, 10 miles, \$2,500,000; Contract No. 9, 10 miles, \$2,500,000; Contract No. 10, 10 miles, \$2,500,000; Contract No. 11, 10 miles, \$2,500,000; Contract No. 12, 10 miles, \$2,500,000; Contract No. 13, 10 miles, \$2,500,000; Contract No. 14, 10 miles, \$2,500,000; Contract No. 15, 10 miles, \$2,500,000; Contract No. 16, 10 miles, \$2,500,000; Contract No. 17, 10 miles, \$2,500,000; Contract No. 18, 10 miles, \$2,500,000; Contract No. 19, 10 miles, \$2,500,000; Contract No. 20, 10 miles, \$2,500,000; Contract No. 21, 10 miles, \$2,500,000; Contract No. 22, 10 miles, \$2,500,000; Contract No. 23, 10 miles, \$2,500,000; 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Contract No. 149, 10 miles, \$2,500,000; Contract No. 150, 10 miles, \$2,500,000; Contract No. 151, 10 miles, \$2,500,000; Contract No. 152, 10 miles, \$2,500,000; Contract No. 153, 10 miles, \$2,500,000; Contract No. 154, 10 miles, \$2,500,000; Contract No. 155, 10 miles, \$2,500,000; Contract No. 156, 10 miles, \$2,500,000; Contract No. 157, 10 miles, \$2,500,000; Contract No. 158, 10 miles, \$2,500,000; Contract No. 159, 10 miles, \$2,500,000; Contract No. 160, 10 miles, \$2,500,000; Contract No. 161, 10 miles, \$2,500,000; Contract No. 162, 10 miles, \$2,500,000; Contract No. 163, 10 miles, \$2,500,000; Contract No. 164, 10 miles, \$2,500,000; Contract No. 165, 10 miles, \$2,500,000; Contract No. 166, 10 miles, \$2,500,000; Contract No. 167, 10 miles, \$2,500,000; Contract No. 168, 10 miles, \$2,500,000; Contract No. 169, 10 miles, \$2,500,000; Contract No. 170, 10 miles, \$2,500,000; Contract No. 171, 10 miles, \$2,500,000; Contract No. 172, 10 miles, \$2,500,000; Contract No. 173, 10 miles, \$2,500,000; Contract No. 174, 10 miles, \$2,500,000; Contract No. 175, 10 miles, \$2,500,000; Contract No. 176, 10 miles, \$2,500,000; Contract No. 177, 10 miles, \$2,500,000; Contract No. 178, 10 miles, \$2,500,000; Contract No. 179, 10 miles, \$2,500,000; Contract No. 180, 10 miles, \$2,500,000; Contract No. 181, 10 miles, \$2,500,000; Contract No. 182, 10 miles, \$2,500,000; Contract No. 183, 10 miles, \$2,500,000; Contract No. 184, 10 miles, \$2,500,000; Contract No. 185, 10 miles, \$2,500,000; Contract No. 186, 10 miles, \$2,500,000; Contract No. 187, 10 miles, \$2,500,000; Contract No. 188, 10 miles, \$2,500,000; Contract No. 189, 10 miles, \$2,500,000; Contract No. 190, 10 miles, \$2,500,000; Contract No. 191, 10 miles, \$2,500,000; Contract No. 192, 10 miles, \$2,500,000; Contract No. 193, 10 miles, \$2,500,000; Contract No. 194, 10 miles, \$2,500,000; Contract No. 195, 10 miles, \$2,500,000; Contract No. 196, 10 miles, \$2,500,000; Contract No. 197, 10 miles, \$2,500,000; Contract No. 198, 10 miles, \$2,500,000; Contract No. 199, 10 miles, \$2,500,000; Contract No. 200, 10 miles, \$2,500,000; Contract No. 201, 10 miles, \$2,500,000; Contract No. 202, 10 miles, \$2,500,000; Contract No. 203, 10 miles, \$2,500,000; Contract No. 204, 10 miles, \$2,500,000; Contract No. 205, 10 miles, \$2,500,000; Contract No. 206, 10 miles, \$2,500,000; Contract No. 207, 10 miles, \$2,500,000; Contract No. 208, 10 miles, \$2,500,000; Contract No. 209, 10 miles, \$2,500,000; Contract No. 210, 10 miles, \$2,500,000; Contract No. 211, 10 miles, \$2,500,000; Contract No. 212, 10 miles, \$2,500,000; Contract No. 213, 10 miles, \$2,500,000; Contract No. 214, 10 miles, \$2,500,000; Contract No. 215, 10 miles, \$2,500,000; Contract No. 216, 10 miles, \$2,500,000; Contract No. 217, 10 miles, \$2,500,000; Contract No. 218, 10 miles, \$2,500,000; Contract No. 219, 10 miles, \$2,500,000; Contract No. 220, 10 miles, \$2,500,000; Contract No. 221, 10 miles, \$2,500,000; Contract No. 222, 10 miles, \$2,500,000; Contract No. 223, 10 miles, \$2,500,000; Contract No. 224, 10 miles, \$2,500,000; Contract No. 225, 10 miles, \$2,500,000; Contract No. 226, 10 miles, \$2,500,000; Contract No. 227, 10 miles, \$2,500,000; Contract No. 228, 10 miles, \$2,500,000; Contract No. 229, 10